

**Wisconsin Department of Corrections**

**OFFICE OF DETENTION FACILITIES**



**2013 Annual Report**

Revision Date 5/2/14

## TABLE OF CONTENTS

Letter from the Secretary.....	3
County Jails.....	4-11
Juvenile Detention Centers.....	12-14
Office of Detention Facilities.....	15-19

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Governor

**Edward F. Wall**  
Secretary



**State of Wisconsin**  
**Department of Corrections**

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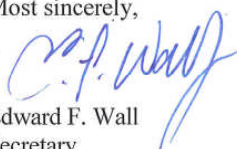
Greetings,

I am pleased to share with you the 2013 Annual Report prepared by the Department's Office of Detention Facilities (ODF). This document provides an overview of topics regarding local places of detention in Wisconsin – county and tribal jails, juvenile detention centers and municipal lockups. These facilities play an important role in the criminal justice system. The complexity of their operations and management is vital to the state's criminal justice system as a whole.

This report contains information about the ODF unit within the Office of the Secretary of the Department of Corrections. This group of hard-working, dedicated professionals are charged with the responsibility to ensure local places of detention operate in a safe, secure and humane manner to protect the public, the staff of the facilities and the offenders confined therein. The ODF performs many important functions in serving as liaisons between the Department and other units of government on a wide range of corrections issues. This report outlines some of the major functions of the unit and how it interacts with the communities they serve. The ODF staff strive to provide a variety of technical assistance, training and support to local officials designed to enhance their facility operations.

Finally, I would like to acknowledge the strong partnership and cooperation the Department and Office of Detention Facilities enjoy with the sheriffs, jail administrators, police chiefs, juvenile detention superintendents and staff of their facilities. It is through these relationships that public safety in Wisconsin remains at the forefront. As always, if there is anything our staff or I personally can do to help your agency, we remain available at any time of the day or night.

Most sincerely,

  
Edward F. Wall  
Secretary

## Regional Facility Facts

Distribution of Jails by Rated Capacity 2013		
<u>Jail Size</u>	<u># of Jails</u>	<u>Percent</u>
<51	16	21%
51-100	13	17%
101-200	19	25%
201-300	9	12%
301-400	7	9%
401-500	2	3%
501-700	5	6.5%
701+	5	6.5%

Northern Region		
<b>Area Population</b> - 412,449		
<b>Number of Counties</b> - 14		
<b>Jail Beds</b> - 1,487		
<b>Municipal Lockups</b> - 1		
<b>Juvenile Detention Centers</b> - 2		
<b>Detention Beds</b> - 34		
<b>Size of Jails:</b>		
<100	64%	(9)
101-200	22%	(3)
201-300	14%	(2)

Northeastern Region		
<b>Area Population</b> - 1,093,648		
<b>Number of Counties</b> - 15 (includes 1 tribal jail)		
<b>Jail Beds</b> - 3,478		
<b>Municipal Lockups</b> - 5		
<b>Juvenile Detention Centers</b> - 4		
<b>Detention Beds</b> - 109		
<b>Size of Jails:</b>		
<100	24%	(4)
101-200	41%	(7)
201-300	6%	(1)
301-400	17%	(3)
501-600	12%	(2)

Southern Region		
<b>Area Population</b> - 1,231,348		
<b>Number of Counties</b> - 17		
<b>Jail Beds</b> - 3,394		
<b>Municipal Lockups</b> - 4		
<b>Juvenile Detention Centers</b> - 2		
<b>Detention Beds</b> - 59		
<b>Size of Jails:</b>		
<100	47%	(8)
101-200	23%	(4)
201-300	6%	(1)
301-400	6%	(1)
401-500	6%	(1)
501-600	6%	(1)
801-900	6%	(1)

Southeastern Region		
<b>Area Population</b> - 2,219,163		
<b>Number of Counties</b> - 9		
<b>Jail Beds</b> - 7,175		
<b>Municipal Lockups</b> - 40		
<b>Juvenile Detention Centers</b> - 5		
<b>Detention Beds</b> - 322		
<b>Size of Jails:</b>		
201-300	18%	(2)
301-400	28%	(3)
501-600	18%	(2)
701-800	9%	(1)
801-900	9%	(1)
901-1000	9%	(1)
1901-2000	9%	(1)

Western Region		
<b>Area Population</b> - 730,378		
<b>Number of Counties</b> - 17		
<b>Jail Beds</b> - 2,218		
<b>Municipal Lockups</b> - 0		
<b>Juvenile Detention Centers</b> - 2		
<b>Detention Beds</b> - 54		
<b>Size of Jails:</b>		
<100	47%	(8)
101-200	29%	(5)
201-300	18%	(3)
401-500	6%	(1)

Area Populations are based on 2010 census from the WI Blue Book 2013-2014



### 2008-13 Admissions Comparisons

County	2008	2009	2010	2011	2012	2013	2012-13 % Change	2008-13 % Change
Adams	1,618	1,454	1,291	1,359	1,197	1,149	-4.0%	-29.0%
Ashland	1,328	1,200	1,140	1,160	1,051	993	-5.5%	-25.2%
Barron	2,186	2,163	2,164	2,288	2,183	1,984	-9.1%	-9.2%
Bayfield	430	550	586	644	667	656	-1.6%	52.6%
Brown	9,950	10,569	10,453	10,079	9,516	9,635	1.3%	-3.2%
Buffalo	461	560	482	518	494	466	-5.7%	1.1%
Burnett	1,159	1,033	1,011	1,024	1,057	1,205	14.0%	4.0%
Calumet	992	1,047	963	890	1,039	1,100	5.9%	10.9%
Chippewa	2,964	3,109	3,250	3,125	3,316	2,853	-14.0%	-3.7%
Clark	1,181	1,136	1,033	953	961	894	-7.0%	-24.3%
Columbia	3,271	3,086	2,955	2,770	2,939	3,050	3.8%	-6.8%
Crawford	496	515	479	449	428	400	-6.5%	-19.4%
Dane	15,682	14,687	14,932	13,891	13,941	13,562	-2.7%	-13.5%
Dodge	6,383	6,808	6,814	6,912	5,631	4,978	-11.6%	-22.0%
Door	1,233	1,225	1,079	966	1,091	1,047	-4.0%	-15.1%
Douglas	3,341	3,049	2,821	2,752	3,199	2,763	-13.6%	-17.3%
Dunn	2,387	2,333	2,340	2,300	2,076	2,156	3.9%	-9.7%
Eau Claire	5,978	5,475	5,336	4,293	4,051	4,556	12.5%	-23.8%
Florence	305	323	310	252	189	215	13.8%	-29.5%
Fond du Lac	4,021	4,167	3,541	3,241	3,186	3,216	0.9%	-20.0%
Forest	1,117	979	1,037	941	1,105	1,013	-8.3%	-9.3%
Grant	1,260	1,376	1,175	1,358	1,610	1,472	-8.6%	16.8%
Green	852	885	708	691	726	691	-4.8%	-18.9%
Green Lake	711	738	736	917	946	882	-6.8%	24.1%
Iowa	1,283	1,132	970	917	972	883	-9.2%	-31.2%
Iron	312	277	287	264	188	230	22.3%	-26.3%
Jackson	1,471	1,465	1,363	1,365	1,440	1,380	-4.2%	-6.2%
Jefferson	3,638	3,244	2,561	2,515	2,588	2,519	-2.7%	-30.8%
Juneau	1,509	1,359	1,123	1,005	1,170	1,091	-6.8%	-27.7%
Kenosha	11,494	11,389	10,370	9,550	9,257	8,790	-5.0%	-23.5%
Kewaunee	377	433	446	458	537	671	25.0%	78.0%
La Crosse	5,893	6,333	6,038	5,178	6,106	5,668	-7.2%	-3.8%
Lafayette	372	344	321	320	418	447	6.9%	20.2%
Langlade	1,277	1,219	1,097	1,057	1,094	1,149	5.0%	-10.0%
Lincoln	1,277	1,335	1,304	1,540	1,621	1,726	6.5%	35.2%
Manitowoc	3,785	3,793	3,750	2,941	2,822	2,951	4.6%	-22.0%
Marathon	6,403	5,153	5,097	4,817	4,733	4,915	3.8%	-23.2%
Marinette	1,902	1,809	1,670	1,631	1,784	1,679	-5.9%	-11.7%
Marquette	1,174	978	758	642	757	679	-10.3%	-42.2%
Menominee Tribal	1,203	958	1,277	1,217	1,171	1,265	8.0%	5.2%
Milwaukee	44,490	38,426	39,887	39,089	35,816	34,541*	-3.6%	-22.4%
Monroe	3,206	3,019	2,650	2,547	2,773	2,805	1.2%	-12.5%
Oconto	1,454	1,409	1,402	1,278	1,233	1,689	37.0%	16.2%
Oneida	2,647	2,674	2,540	2,189	2,028	1,807	-10.9%	-31.7%
Outagamie	7,137	6,756	6,328	6,016	6,436	6,187	-3.9%	-13.3%
Ozaukee	2,967	2,739	2,518	2,202	2,370	2,311	-2.5%	-22.1%

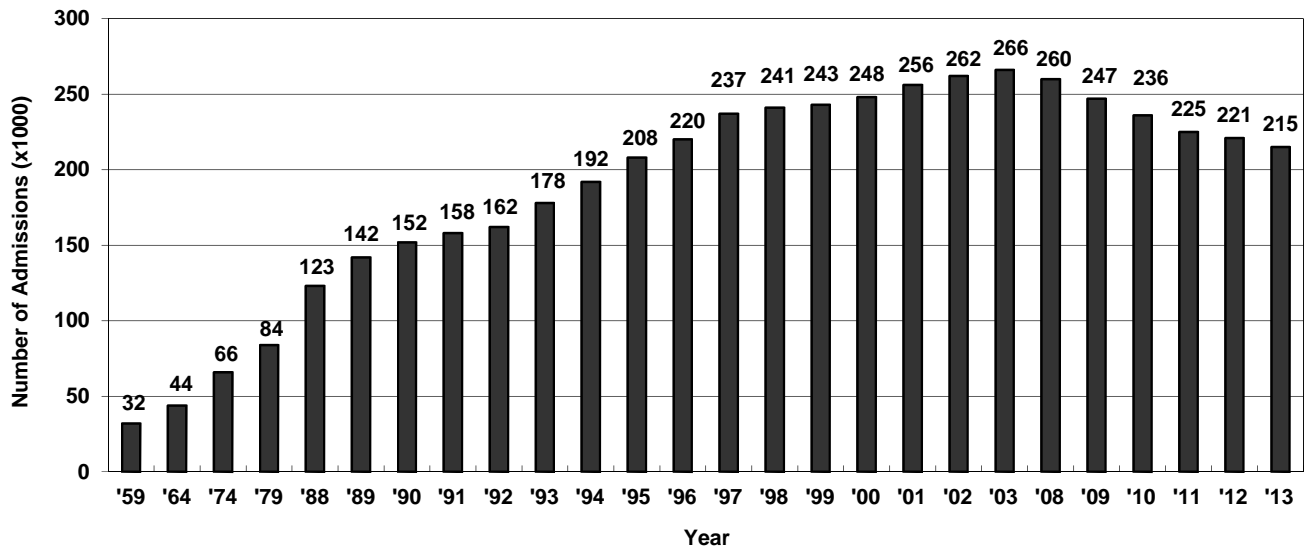
County	2008	2009	2010	2011	2012	2013	2012-13 % Change	2008-13 % Change
Pepin	388	362	302	312	276	305	10.5%	-21.4%
Pierce	1,086	1,071	1,021	1,194	1,098	1,129	2.8%	4.0%
Polk	2,016	1,732	1,528	1,580	1,516	1,573	3.8%	-22.0%
Portage	1,770	1,840	1,940	1,659	1,695	1,877	10.7%	6.0%
Price	587	538	373	375	344	279	-18.9%	-52.5%
Racine	11,118	10,644	9,712	9,676	9,285	9,152	-1.4%	-17.7%
Richland	650	641	575	524	545	500	-8.3%	-23.1%
Rock	7,671	7,255	6,673	6,200	6,451	6,115	-5.2%	-20.3%
Rusk	559	572	696	645	688	541	-21.4%	-3.2%
Sauk	5,092	4,335	3,665	3,404	3,521	3,428	-2.6%	-32.7%
Sawyer	1,730	1,554	1,655	1,517	1,566	1,461	-6.7%	-15.5%
Shawano	4,312	4,333	2,808	3,881	2,740	2,298	-16.1%	-46.7%
Sheboygan	5,254	5,457	4,223	3,964	4,591	3,706	-19.3%	-29.5%
St. Croix	3,396	3,309	3,054	2,968	2,966	2,760	-6.9%	-18.7%
Taylor	924	838	710	640	635	669	5.4%	-27.6%
Trempealeau	1,208	1,217	1,087	990	869	933	7.4%	-22.8%
Vernon	1,307	1,192	1,103	977	1,026	941	-8.3%	-28.0%
Vilas	1,541	1,635	1,666	1,600	1,672	1,595	-4.6%	3.5%
Walworth	5,719	5,296	4,999	4,763	3,868	3,595	-7.1%	-37.1%
Washburn	761	665	755	596	728	833	14.4%	9.5%
Washington	4,821	4,460	4,922	4,328	4,319	4,262	-1.3%	-11.6%
Waukesha	9,341	8,948	8,095	8,098	8,090	8,234	1.8%	-11.9%
Waupaca	2,431	2,976	2,471	2,165	1,777	1,915	7.8%	-21.2%
Waushara	1,271	1,644	1,675	1,442	1,083	1,226	13.2%	-3.5%
Winnebago	6,771	6,792	6,220	6,304	6,348	6,402	0.9%	-5.4%
Wood	3,456	3,347	3,217	2,981	2,968	3,110	4.8%	-10.0%
<b>TOTALS</b>	<b>259,757</b>	<b>247,364</b>	<b>235,538</b>	<b>225,294</b>	<b>220,578</b>	<b>215,158</b>	<b>-2.5%</b>	<b>-17.2%</b>

Total admissions (bookings) are reported to ODF annually by each county jail.

*\*2013 admissions for Milwaukee County do not include direct bookings completed by the House of Correction.*

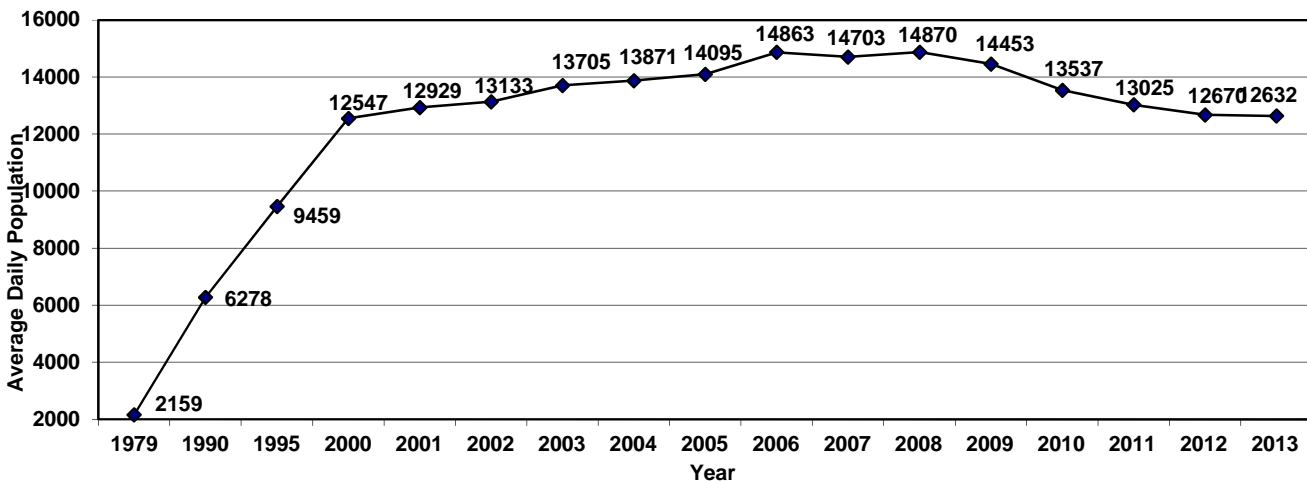


### Wisconsin County Jail Admissions 1959-2013



The chart above reflects yearly admissions to Wisconsin's county jails over the past fifty-four years (1959-2013). It should be noted that data regarding admissions was not collected from 2004 to 2007, and that all admission numbers are x1000 and have been rounded for ease of review. Admissions peaked in 2003 and have since decreased by 19% to approximately 215,000 in 2013.

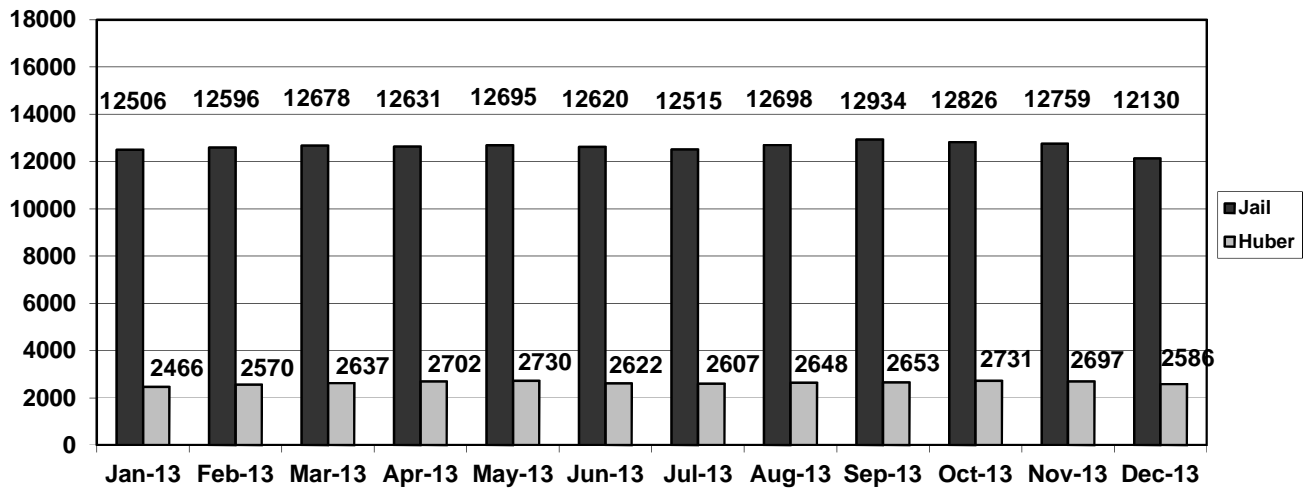
### Wisconsin County Jails Average Daily Populations 1979, 1990, 1995, 2000-2013



The average daily population in Wisconsin's county jails dramatically increased over three decades from 2,159 inmates in 1979 to 14,870 in 2008. The county jails realized an approximate decrease of 15% to their average daily population from 2008 to 2013. The Wisconsin average daily population for 2013 suggests that overall the county jails were operating at roughly 71% of capacity (17,718 beds). (Source: county jail reports to DOC)



### Wisconsin County Jail Populations and Huber Counts 2013



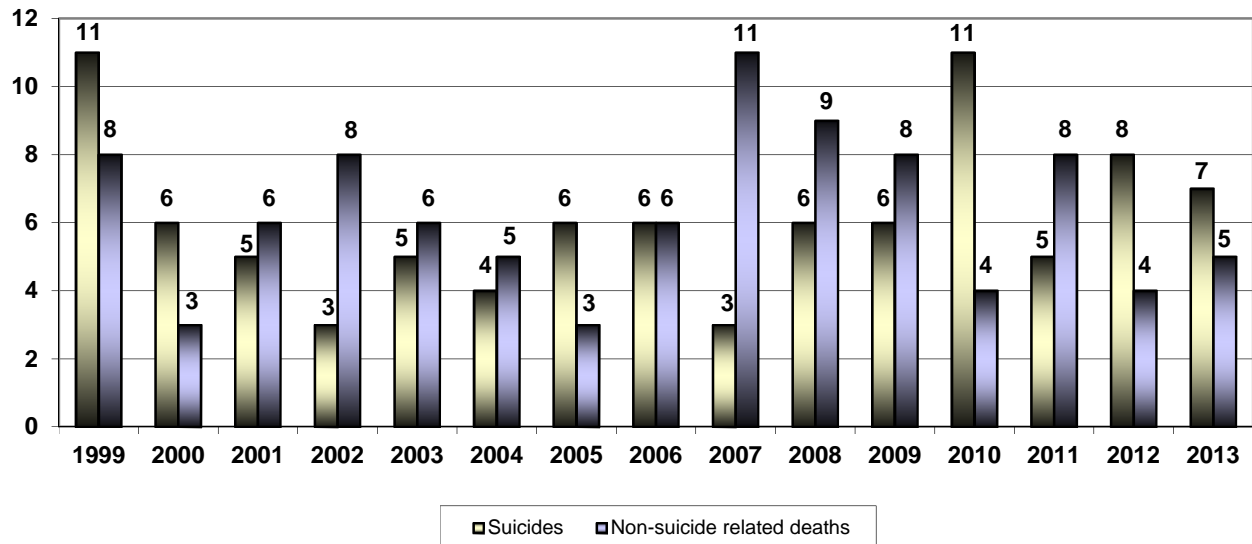
It should be noted that Huber counts are reported only for the 15<sup>th</sup> day of each month by the county jails and are therefore a snapshot of the monthly work release population.

### Wisconsin County Jail Populations – Male vs. Female 2004-2013

Year	% Male	% Female
2004	88.54	11.45
2005	88.05	11.94
2006	87.86	12.13
2007	88.14	11.86
2008	88.47	11.52
2009	89.13	10.86
2010	88.73	11.26
2011	87.89	12.11
2012	87.40	12.60
2013	86.77	13.22

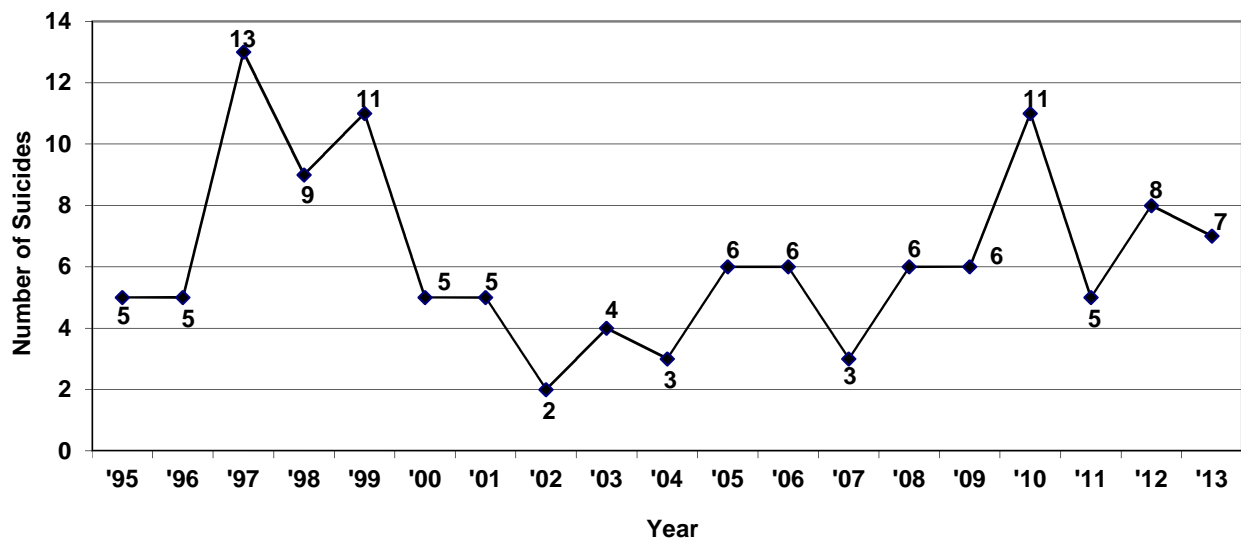
In 2013, Wisconsin county jails reported that approximately 86.77% of their population was male and 13.22% female. Comparatively, the U.S. Department of Justice Bureau of Justice Statistics reported that, nationwide, males comprised 86.8% and females comprised 13.2% of county jail populations in mid-year 2012.

### Deaths in Wisconsin Local Detention Facilities 1999-2013

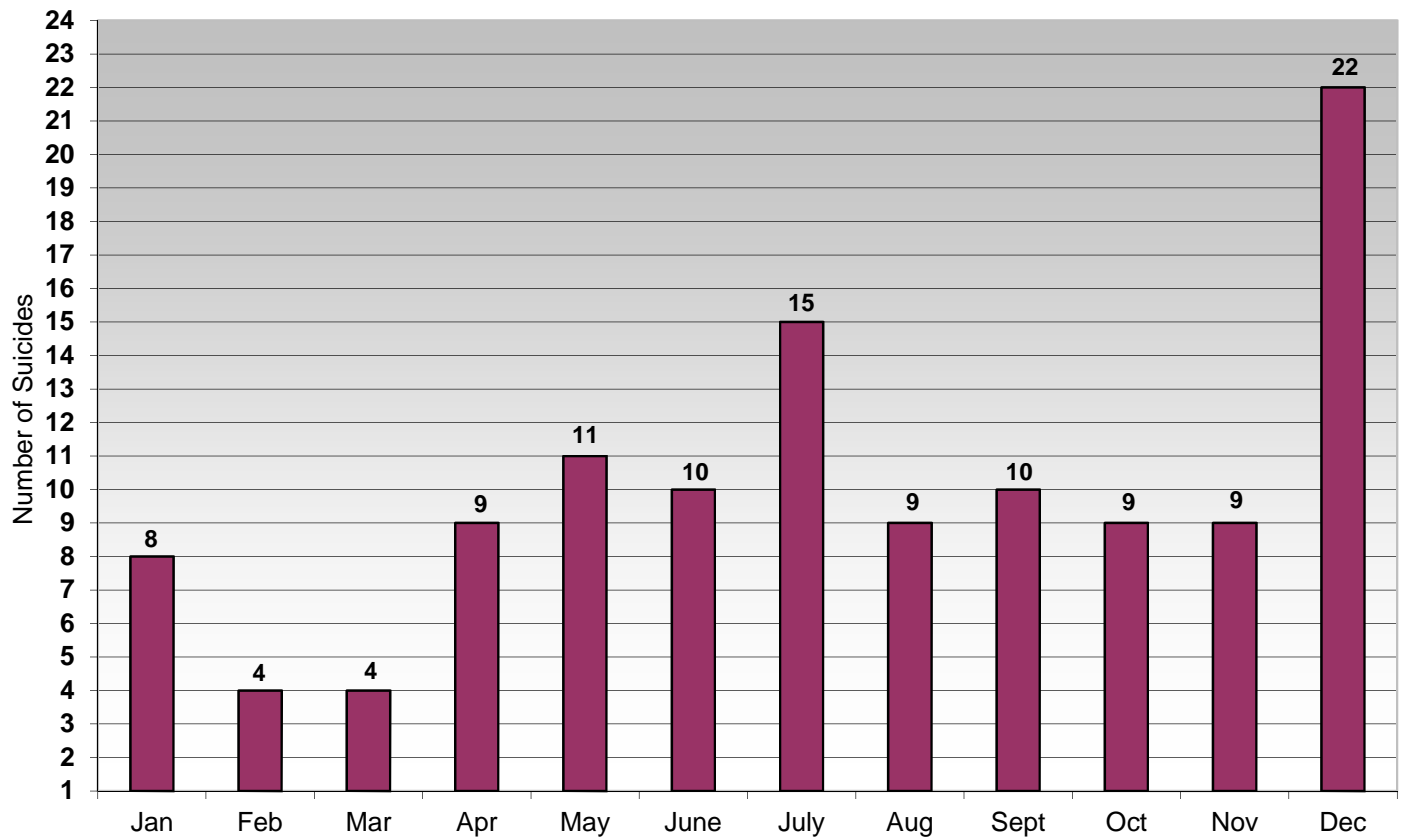


*WI local detention facilities include: county jails, a house of correction, a tribal jail, unlocked Huber facilities, juvenile detention facilities and municipal lockups.*

### Suicides in Wisconsin County Jails 1995-2013



# In-Custody Suicides - Distribution by Months Wisconsin County Jails 1995-2013



This chart shows the total number of suicides that have occurred since 1995 in WI local detention facilities broken out into the months in which they occurred.

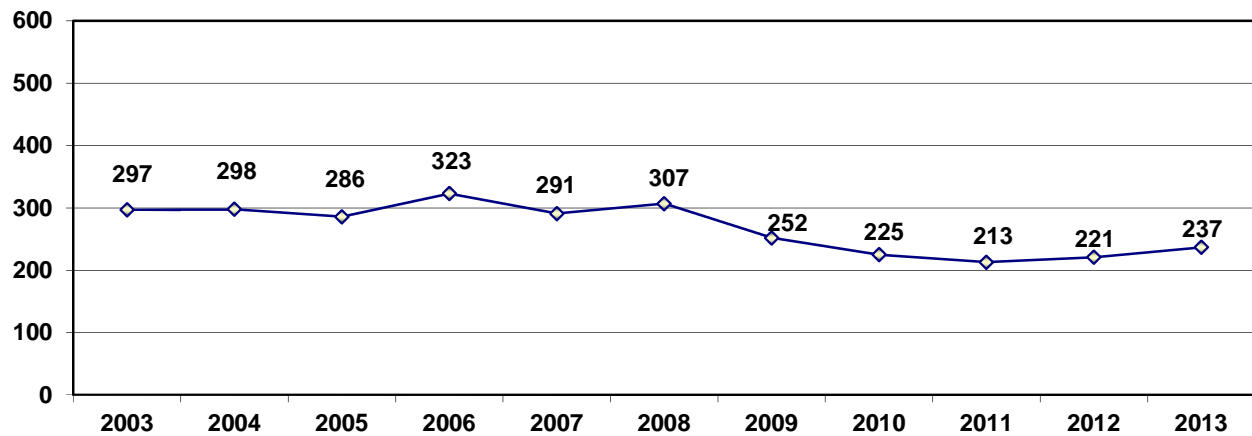
## SECURE JUVENILE DETENTION CENTERS

Wisconsin has 15 DOC approved county operated secure juvenile detention centers (see map). These facilities provide short-term detention for juveniles who require placement in a secure environment. The centers vary in size from a rated capacity of 12 in Oconto County to 131 in Racine County. The facilities strive to provide juvenile offenders with a safe and secure environment, while also providing meaningful programming opportunities that will enhance the juvenile's return to the communities from which they came.

WISCONSIN SECURE JUVENILE DETENTION CENTERS 2013 ADMISSIONS				
County	Capacity	Males	Females	Total
Brown	44	354	176	530
Dane	24	319	159	478
Fond du Lac	27	152	59	211
La Crosse	26	310	104	414
Marathon	20	250	105	355
Milwaukee	120	2,075	443	2,518
Northwest Regional	28	450	185	635
Oconto	12	23	0	23
Outagamie	26	332	94	426
Portage	14	162	78	240
Racine	131	380	125	505
Rock	35	319	113	432
Sheboygan	27	273	78	351
Washington	26	365	126	491
Waukesha	18	220	0	220
<b>Statewide Total</b>	<b>578</b>	<b>5,984</b>	<b>1,845</b>	<b>7,829</b>

*Note: Oconto County Juvenile Detention Center closed June 30, 2013  
Outagamie County Juvenile Detention Center closed December 31, 2013*

**Wisconsin Secure Juvenile Detention Centers  
Average Daily Population  
2003-2013**



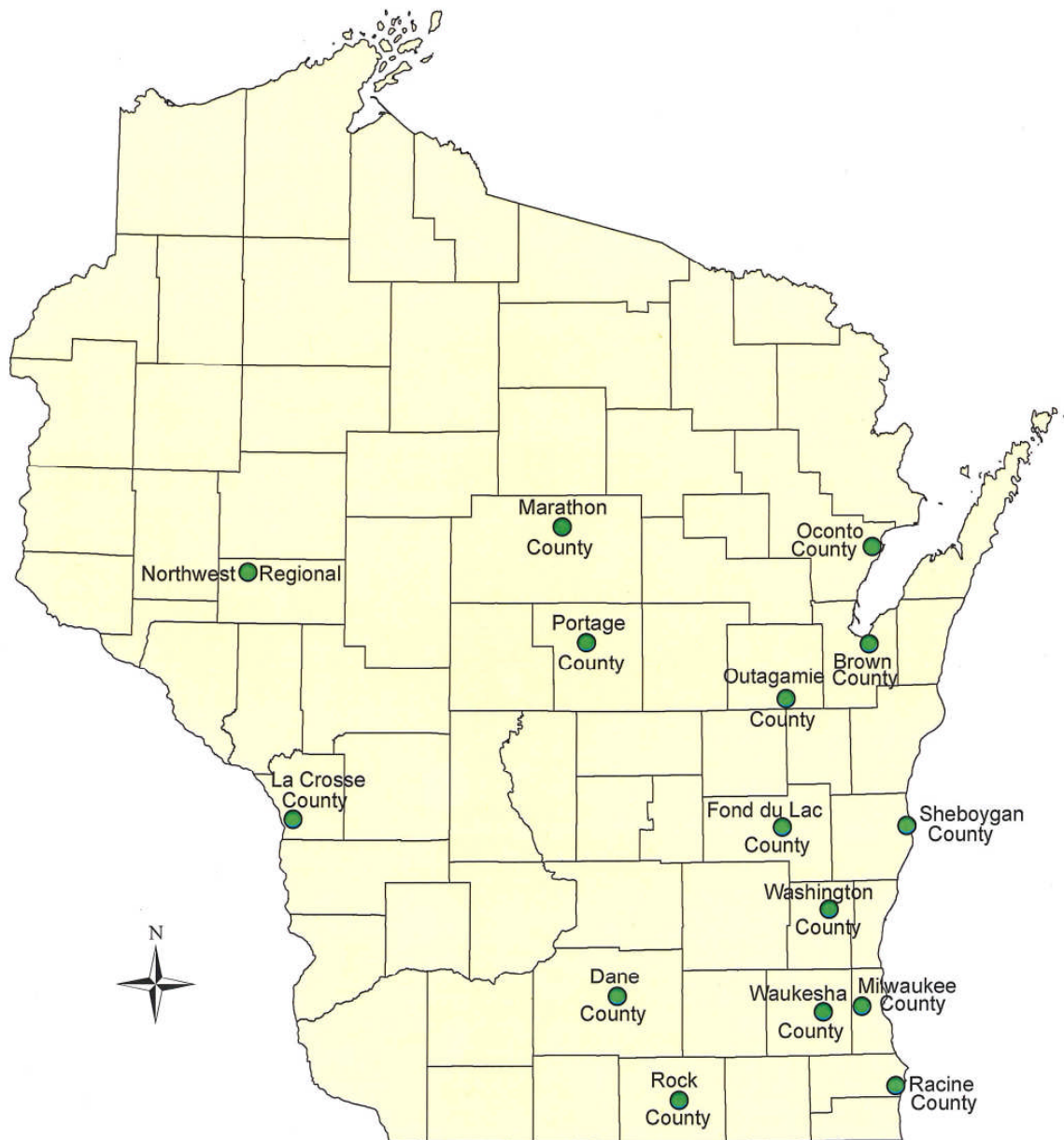
Wisconsin's secure juvenile detention centers have a combined rated capacity of 578 beds. They experienced an 8.75% increase in average daily population from 2003 to its peak in 2006. From 2006 to 2011, the average daily population decreased significantly by 34% but increased again slightly in 2012 and 2013. Wisconsin's juvenile detention centers operated at 41% of capacity in 2013.

*(Source for admissions and population information: secure juvenile detention facility reports to DOC.)*

**Wisconsin Secure Juvenile Detention Populations  
Male vs. Female 2003-2013**

Year	% Male	% Female
2003	79	21
2004	79	21
2005	78	22
2006	77	23
2007	79	21
2008	79	21
2009	81	19
2010	82	18
2011	82	18
2012	81	19
2013	82	18

# Wisconsin Juvenile Detention Centers



Source: Department of Corrections - Office of Detention Facilities  
Updated: 01/2013

## AUTHORITY AND HISTORY OF THE OFFICE OF DETENTION FACILITIES

**The Department of Corrections (DOC) is charged with establishing standards and regulations for local places of detention with regard to their methods of treatment, management, safety, security, adequacy and fitness (s. 301.36 and 301.37 Wis. Stats.). This is performed by the Office of Detention Facilities (ODF), a unit of the DOC assigned to the Office of the Secretary. The ODF is committed to ensuring the safety of the public, staff and inmates in these facilities, as well as maintaining a secure, clean, healthful and constitutionally compliant environment for persons confined.**

#### APPLICABLE ADMINISTRATIVE RULES AND STATE STATUTES

DOC 346 – Secure Detention for Juveniles	WI State Statute 301.36
DOC 348 – Huber Facilities	WI State Statute 301.37
DOC 349 – Municipal Lockup Facilities	WI State Statute 302 (various sections)
DOC 350 – Jails	

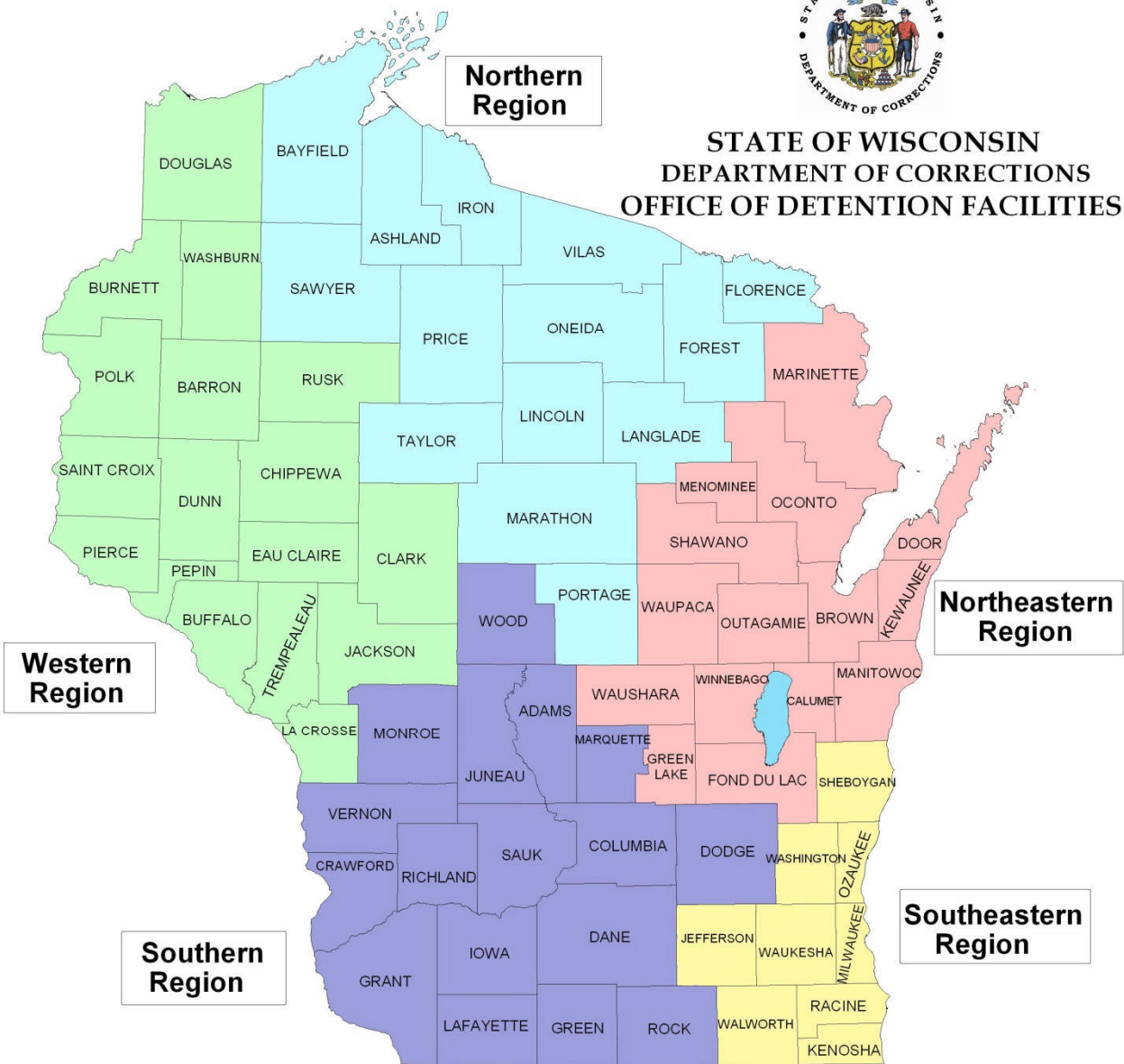
#### **The History of Jail Inspection in Wisconsin**

1871	Legislation was enacted delegating responsibility of inspection and supervision of municipal and county jails to the State Board of Charities and Reform.
1872	The first state official to inspect jails was a secretary of the State Board of Charities and Reform.
1910	The State Board of Control assigned probation and parole agents the responsibility of inspecting jails and lockups. The practice was discontinued due to the inexperience of agents in this area and their large caseloads.
1913	The Legislature provided for the appointment of two jail inspectors charged with the responsibility of “visiting” every jail and lockup at least once per year.
1925	Regular jail inspections had been discontinued.
1940	One full-time inspector was appointed to cover the entire state.
1958	The Division of Corrections provided for two full-time detention supervisors.
1975	The Division of Corrections provided for five full-time detention supervisors assigned to various probation and parole regional offices.
1989	The Legislature created the Office of Detention Facilities and position of Office Director, responsible to the Division of Probation and Parole administration.
1996	The Office of Detention Facilities was assigned to the Department of Corrections Office of the Secretary in department reorganization.





**STATE OF WISCONSIN  
DEPARTMENT OF CORRECTIONS  
OFFICE OF DETENTION FACILITIES**



*August, 2013*

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# **FUNCTIONS OF THE OFFICE OF DETENTION FACILITIES**

## **Inspections**

The Office of Detention Facilities is responsible for the annual inspection of all locally operated places of detention as defined in WI §301.37 regarding their safety, security, sanitation, adequacy, fitness and management. These include 71 county jails, 1 tribal jail, 50 municipal lockups, 5 Huber facilities, 15 secure juvenile detention facilities and several court holding areas.

## **Development of New Facilities**

The Office of Detention Facilities plays a significant role in the planning, design, development, construction and occupancy of new building projects underway or completed. ODF specialists serve as a key resource throughout the process, providing technical assistance and support to county officials, sheriff's departments, architects and others. Involvement by ODF staff early in the planning stages assists local officials in the development of efficient facilities, effective programs, and facilities that reflect correctionally sound practices.

## **Administrative Reviews**

The Office of Detention Facilities reviews various incidents which occur in local places of detention, including suicides, escapes, and other unusual occurrences. Many of the reviews performed by the unit are sensitive and comprehensive in nature, especially those related to inmate death or suicide reviews. The results of the investigations are utilized to assist with conflict resolution, in support of legal proceedings, and to improve the management of correctional facilities in compliance with the federal, state and local correctional laws and standards.

## **Correspondence**

The Office of Detention Facilities receives and responds to many letters and other forms of communication from inmates, inmates' families, the Governor's office, legislators, media representatives, and other public officials and governmental agencies.

## **Regional Meetings**

To promote information sharing and networking between jurisdictions and the DOC, specialists organize regional meetings with various detention staff throughout the year. These meetings include sheriffs, jail administrators, DCC personnel, jail chaplains, jail healthcare staff, jail program coordinators, secure juvenile detention superintendents and other DOC staff. In addition, meetings often include participation of other state agencies such as the Department of Justice. Regional meetings are an excellent means of disseminating information, providing technical assistance, and discussing issues of mutual concern.

## **Public Meetings**

The detention facilities specialists regularly attend public meetings of county boards, county board sub-committees, criminal justice coordinating councils, design development and construction committees, and various community groups. Meetings often focus on the planning and construction of new facilities, as well as other issues of local concern. The specialists provide local officials with information through verbal presentations, as well as written materials and documents. These may include statute and code interpretations, as well as best practices from agencies such as the American Correctional Association, American Jail Association, National Commission on Correctional Health Care, and the National Institute of Corrections.

## **Bureau of Justice Assistance 2012 PREA Demonstration Grant**

The Prison Rape Elimination Act (PREA) was passed unanimously by Congress and signed into law by President George W. Bush on September 4, 2003. The goal of PREA is to prevent, detect and respond to sexual abuse in confinement facilities.

In October of 2012, the Department of Corrections (DOC) was awarded a PREA demonstration grant from the US Bureau of Justice Assistance. The following Wisconsin agencies have partnered in an effort to create a zero tolerance for sexual harassment, sexual abuse and sexual staff misconduct in their detention facilities: Dane, Forest, La Crosse, and Waukesha Counties and the Menominee Nation jails; the secure juvenile detention facilities in Dane, La Crosse, and Waukesha Counties; and the municipal lockups in the cities of New Berlin and Muskego.

One of the impact areas of the demonstration grant was to develop and deliver a PREA training curriculum for correctional staff and law enforcement personnel. In September of 2013, a two and a half day training for trainers was conducted in Stevens Point. Representatives from the demonstration sites, along with sexual assault victim advocates, sexual assault nurse examiners, and Department of Justice and district attorney staff participated. The training focused on Sexual Assault Response Teams (SARTs) and the importance of facility staff, law enforcement, prosecutors, sexual assault nurse examiners (SANEs), and advocates working together when responding to a sexual assault to provide optimal care to the victim while enhancing the safety and security of the facility and communities of Wisconsin.

As a result of this multi-jurisdictional training, the PREA curriculums for jails, secure juvenile detention facilities and municipal lockups have been completed, approved by US DOJ's Bureau of Justice Assistance, and are now available on WILENET for use by facilities around the state. The DOC's PREA and ODF personnel were instrumental in the development of these grant efforts.

## **Specialized Training and Conferences**

Training plays an important role in the development of professional staff and sound correctional operations. Office of Detention Facilities staff provides a variety of training opportunities throughout the year to jail staff including administrators, supervisors and line staff. Additionally, they provide training to jail health care professionals, secure juvenile detention superintendents, and their staff. ODF staff develops, delivers or coordinates training opportunities through conferences, specialized programs, and state required officer training programs.

ODF staff provides training to sheriff's departments and secure juvenile detention centers in such areas as Supervision of High Risk Inmates, Suicide Prevention, and Introduction to Corrections for Jail Officers.

The ODF also coordinates large events such as training conferences. The 19<sup>th</sup> Annual Jail Administrators Training Conference was held in 2013, bringing together approximately 150 attendees that included sheriffs, jail administrators, supervisors, and other corrections professionals to learn about current issues, as well as network with their colleagues. The event is conducted in conjunction with the Department of Justice (DOJ) and is considered a premier event in Wisconsin for local corrections management staff. The DOJ and ODF also coordinated the annual two day training program for secure juvenile detention superintendents.